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ABSTRACT

Information on the Adult Education Act of 1966, as amended, given in this document includes the following: (1) program objectives, (2) program strategy, (3) evaluation techniques, (4) program universe, (5) student characteristics, (6) target population, (7) program impact, and (8) training needs. (CK)

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OMB PAPER NO. 1

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ED 078271

Adult Education Act of 1966, as amended,
Program Information

Prepared By: Division of Adult Education Programs
Bureau of Adult, Vocational and Technical Education
U.S. Office of Education

ACC 14459

1.1 What are the specific objectives of this program?

- a. To establish an educational program (functional levels representing grades 1-12) for adults 16 and over who lack specific education and experience needed to assure them success in the following areas:
 - 1. communication skills;
 - 2. computational skills; and
 - 3. life skills which are needed for employment, development of personal and family life and career advancement
- b. To emphasize that the subject matter through which these skills are to be taught should be adult experiences such as job orientation, consumer-buying practices, health habits, home making, family and community relations and citizenship responsibility.
- c. To establish priorities within our target group whereby the neediest persons are served first.
- d. To develop basic adult career education equity systems whereby adults who did not acquire basic skills may learn them through directed adult education programs built around their life experiences.
- e. To develop a system whereby research and demonstration findings are diffused and adopted by all local adult education programs whatever their origin or Federal support.
- f. To encourage institutions of higher education to develop creative problem - oriented programs which bring training opportunities to local communities where the teachers reside and work.

1.2 What is the OE strategy for achieving the objectives?

- a. To establish an empirically derived Adult Performance Level (APL) which delineates minimal skills and knowledges required for adults to function effectively in society. The APL will replace traditional grade-level measures designed for children which measures are totally inappropriate for adults. It will provide an accurate definition of program goals from which materials, methodologies, evaluation instruments, and staff development strategies can be systematically derived and validated.

- b. To continue to require program emphasis on adults 18-44 with less than a fifth grade capability. To implement separate criteria (costs, required hours of instruction, instructor qualifications, materials, etc.) and reported data to assure that this priority group is not subsumed under the "numbers game."
- c. To develop adult career education models based on life experiences through which adults learn how to learn and which equip them to cope with change and to learn from change.
- d. Development of the National Adult Education Staff Development Program linking State Departments, LEA's and Universities in joint planning and development. Refining this system to diffuse research and demonstration findings through training and technical assistance activities which result in positive behavioral change.
- e. To initiate a national priority to educate the parents of educationally disadvantaged children in order to help equalize the socio-economic deficiency which decisively contributes to their educational disadvantage.
- f. To become a service program providing basic education for other Federal programs such as WIN, Vocational Education, JOBS, MDT, CEP and to develop close coordination, interchange of information and ideas with these programs as well as with education, health, welfare, manpower training, employment, public and private organizations within a State which have direct contact and concern with the poor and under-educated.

1.3 What quantifiable measures are being used to determine progress towards these objectives?

Target population measures:

Ages, entry and exit educational level, social and economic status (heads of households, welfare recipients etc.), reasons for enrolling, reasons for leaving, resultant economic status, other recorded behavioral changes such as registering to vote, entering job training, subscribing to newspapers for first time, the number of parents who help their children with school assignments, etc.

1.3 (continued)

Systems Measures:

- Level of State funding for AE
- Professional training of State staff
- Utilization of State Grant funds for training, demonstration and AE
- Linkeages with other programs (MDT, WIN, CEP, Model Cities, Voc. Ed. etc.)
- Development of training capabilities (universities and State Departments)
- Degree of planning sophistication

1.4 What role will ABE play in achieving the goal of eliminating functional illiteracy?

Elimination of functional illiteracy is the primary purpose of the Adult Education Act of 1966, as amended. The Act seeks to extend the public education system to educate adults through the high school.

Adult basic education is an important and indispensable component of a comprehensive educational system addressed to the needs and interests of human beings at every stage of life. Elementary, secondary, and higher education are commonly recognized components of a comprehensive system, and each component depends for its strength and vitality upon the quality and effectiveness of every other one. However, if an elementary school teacher were asked to identify six "problem learners", investigation would likely reveal that five of the six come from homes where one or both parents are themselves educationally deprived or handicapped. One of the promising avenues to improved learning performance in the elementary school, therefore, appears to be that of involving neighborhood adults in the educational process, thereby demonstrating the value of education and enhancing the understanding and support of the school by the adult community. Failure to strengthen and expand the adult basic education opportunities compounds the problem of social inertia and urban decay because such failure precludes the existence and effectiveness of enlightened support of educational programs at all stages of human development. Therefore, the Federal Government's responsibility for strengthening the field of adult basic education is as real and as unavoidable as its commitment to any other facet of American education.

Adult basic education is a social responsibility so large that twelve Federal agencies are administering over thirty programs aimed at the eradication of illiteracy or functional illiteracy. Of these programs, five are designed exclusively to provide education for adults in the traditional sense. The rest provide education for adults as a component of their general purpose which is to upgrade disadvantaged persons to self-sufficiency and capacity to function in society.

2.1 What is the present universe for this program?

Depending upon the definition of functional illiteracy used, the number of functional illiterates in the United States today is estimated from 21.2 million to 69 million. A study conducted at Harvard in May of 1970, examined adult reading requirements as contained in employment application blanks, driver training manuals issued by 30 States, social security forms, and other materials and, based on 1960 census material estimated that 69 million Americans, 16 and over cannot meet these reading requirements. The study stated that by this definition of literacy over half the adults in this country may be functionally illiterate.

A survey conducted in 1971, by Louis Harris and Associates for the National Reading Council determined that 21,184,000 adults 16 years and over lack reading skills at the "survival" level. Of these, 1,412,000 are totally illiterate. The variance in these two estimates is primarily attributable to the complexity of reading material used to define "functional illiteracy." The Harris survey used less complex matter in measuring the skills necessary for "survival" than did the Harvard study.

The updated 1967 Census data indicates that:

- 3.0 million illiterates (no school attended) age 14 and above (2.4%);
- 8.3 million functional illiterates (less than 5 years of schooling) age 25 and above (8.3%);
- 24.0 million (less than 8 years of schooling) age 25 and above (24.0%);
- 58.6 million (less than 12 years of schooling) age 25 and above (58.6%);
- 69.0 million (less than 12 years of schooling) age 16 and above.

The Office of Education is presently focusing on the population with less than 8 years of schooling because the Congress failed to appropriate funds for high school adult education.

2.2 What are the **characteristics** of the universe in terms of years of school completed, age, sex, and race?

The following information represents the highlights of a national survey of students in the Adult Basic Education Program, administered under authority of the Adult Education Act of 1966. This survey was a joint effort of the U.S. Office of Education and the State and local public school systems. The overall project, including the planning, implementation and final processing of data, represents three years of work.

The actual interviewing of students and completion of questionnaires took place between February and July, 1967. Only new enrollees were included in the survey and approximately 94,000 completed questionnaires were received and processed. This represents almost one-fourth of the total enrollment of 406,000 during the 1966-67 school year. Every State, the District of Columbia, Puerto Rico, and the Virgin Islands were included in this survey.

It should be noted that since a few questionnaires failed to report information in some categories, percentages included in this summary do not total 100%.

1. Race or National Origin

White	56.6%	Mexican American.....	5.5%
Negro	35.3%	American Indian	.8%
Oriental.....	2.3%	Puerto Rican	11.1%

2. Sex

Males	42.5%	Females	56.1%
White Males ..	49.2%	White Females	49.6%
Negro Males ..	33.2%	Negro Females	65.7%

3. Marital and Family Status

Married	58.1%	Divorced, Widowed	15.7%
Single	24.1%	or Separated	
		Heads of Families	48.4%
		or Main Wage	
		Earners	

2.2 Continued

b. Public School Location	84	%
Non-school Location	15	%

7. Age

a. 18 to 24 years of age	17.5%
25 to 44 years of age	46.5%
45 to 54 years of age	15.5%
55 and over	10.9%
45 and younger	64 %
b. Whites, between 18 and 24	68.1%
Negroes, between 18 and 24	24.7%
c. Welfare Recipients, Between 18 and 24	16.1%
Welfare Recipients, Between 25 and 34	20.1%
Welfare Recipients, Between 35 and 44	20.4%
Welfare Recipients, Between 45 and 54	20.4%
Welfare Recipients, 55 and over	19.9%

8. Grade Levels

a. Before entering program

Grade 0 ...	3.8%	Grade 7-8 ...	27.6%
Grade 1-3 ...	13.1%	Grade 9-11 ...	18.7%
Grade 4-6 ...	26.8%	Grade 12 ...	6.3%

b. Current Grade Levels

Grade 1-3 ...	21.6%
Grade 4-6 ...	27.3%
Grade 7-8 ...	32.2%

This summary represents a part of the data obtained by this demographic survey of the student population in the Adult Basic Education Program. Information in greater detail is available compiled by State and by county as well as for the Nation.

2.2 Continued

4. Income and Employment

a. Individual Student Income

Under \$3,000 per year	.....	53.9%
Between \$3,000 and \$4,000 per year	.....	8.8%
Between \$4,000 and \$6,000 per year	.....	9.0%
Over \$6,000 per year	.....	5.4%
No information	.....	22.9%

b. Family Income

Under \$3,000 per year	.....	37.6%
Between \$3,000 and \$4,000	.....	
per year	.....	13.4%
Between \$4,000 and \$6,000	.....	
per year	.....	16.5%
Over \$6,000	.....	15.5%
No information	.....	17.0%

c. Employed 54.4%

Full-Time	.....	42.6%
Part-Time	.....	11.8%

Unemployed 39.9%

Seeking Employment	.....	14 %
Not Seeking Employment	.....	25.9%

d. In Program to get job or a better job 29 %

In program for general self-improvement 63 %

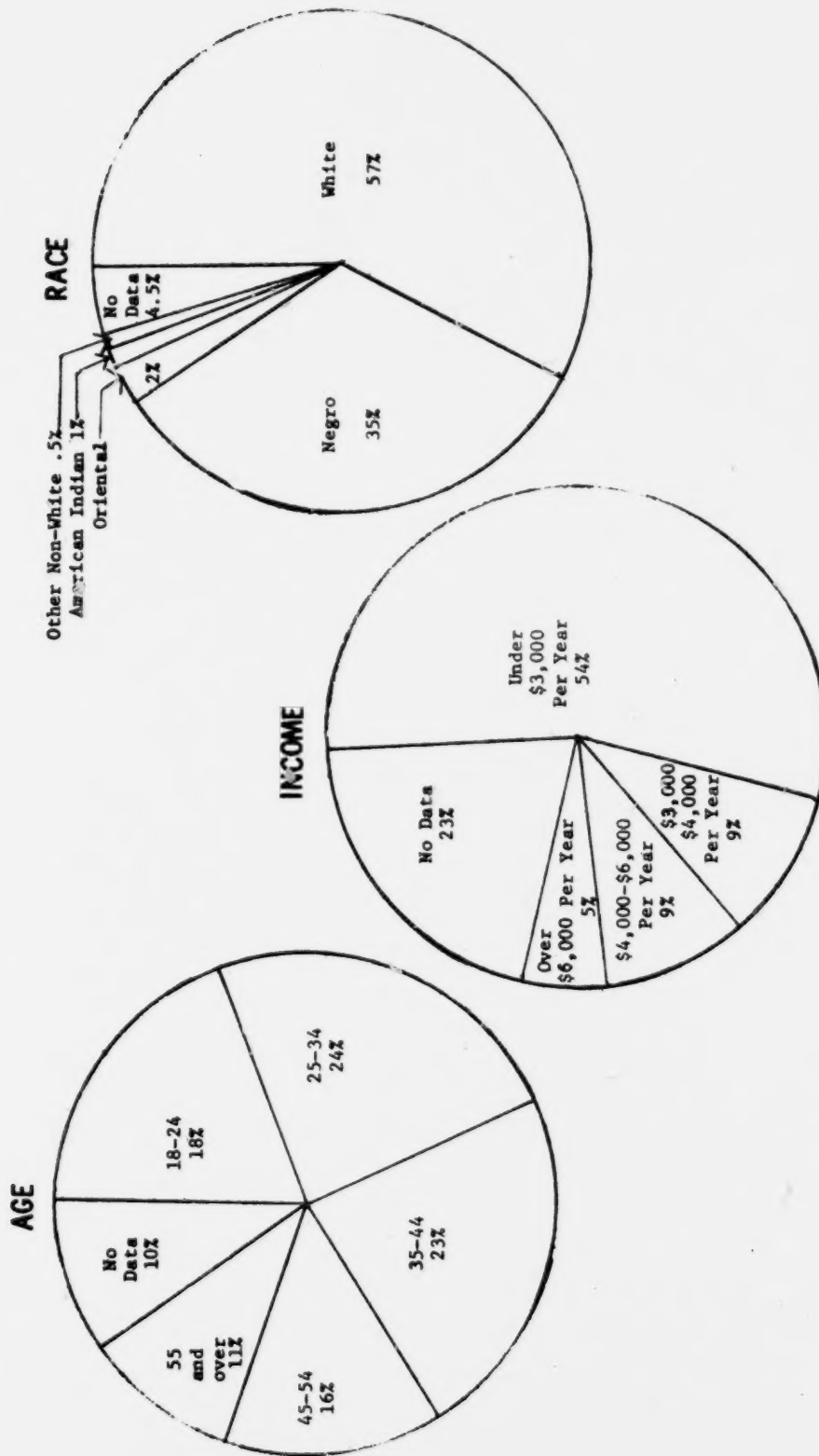
5. Welfare recipients 19.5%

Title V Welfare Work-Experience Program 7.4%

6. Home and Class location

a. Urban Area	.....	63.4%
Rural Area	.....	28.4%

ADULT BASIC EDUCATION STUDENT DATA*



8-A

EXHIBIT III

*FROM: A Survey of Adult Basic Education
Students - 1967

remaining \$388,000 was designated for administrative and contractual expenses. Fourteen States established programs in fiscal year 1965, and a total of 38,991 adults were enrolled.

In fiscal year 1966, the Adult Basic Education Program expanded in planning, funding, and participation. At the end of the year, 50 States, the District of Columbia, and 3 territories had approved plans and were funded. The appropriation of \$21 million plus the carryover from fiscal year 1965 totaled \$34,132,227. The additional money encouraged some States to increase enrollments, resulting in a cumulative enrollment of 377,660 at the end of fiscal year 1966.

Programs continued to expand in fiscal year 1967 in all of the States, although the Federal funds available, \$26,280,000, were considerably less than the 1966 amount. With programs established in all States and increasing school and community support, 392,299 adults were served during fiscal year 1967. By this time, there were approximately 28,066 programs and 18,195 teachers.

In fiscal year 1968, the program showed substantial growth in quality as well as quantity. Approximately a half million enrollees were served. Allotments to the States and outlying areas totaled \$30,590,000. The need and requests far exceeded the funds available for programs and in many States classes had to be curtailed. In some communities, classes were kept active through the volunteer services of teachers and nonprofessionals. If implemented, the recommendation ^{4/} for funding at the \$50 million level for fiscal year 1969, will make possible further expansion and improvement.

TABLE I - *FEDERAL FUNDS AVAILABLE AND PARTICIPANTS, BY YEARS

	1965	1966	1967	1968
Federal Funds Available	\$18,612,000	\$34,132,000	\$26,280,000	\$30,590,000
Participants	37,991	377,660	392,299	455,437**

**Estimate

*(See Appendix B - Table of Funds Allocated and Enrollment by States-- 1965-1968, page 48.)

^{4/} American Education, Message from the President of the United States. 90th Congress, 2d Session, February 5, 1968.

2.2 (continued)

The National Advisory Committee on Adult Basic Education points out:

In a sense, Adult Basic Education is a boot-strap operation which can affect generations; the ugly fact is that most illiterate parents tend to rear illiterate or functionally illiterate children; but the more education an adult has, the more likely he is to encourage and inspire his children to profit from education. Our experience in America clearly indicates that a step ahead for the children--a great and rewarding increase in upward mobility.

A study done in Michigan by the Survey Research Center shows how inadequate education is perpetuated from generation to generation. Of the families identified as poor in that study, 64 percent were headed by a person who had had less than an eighth grade education. Of these, in turn, 67 percent had fathers who also had less than an eighth grade education. Among the children of these poor families who had finished school, 34 percent had not gone beyond the eighth grade; this figure compares with 14 percent of all families.

The battle against illiteracy and undereducation cannot "wait for the next generation"; the next generation is so profoundly influenced by living with the present one that both must be helped simultaneously. Unless parents can be helped so that they might, in turn, improve their home environments, this country will continue to produce illiterates, unemployables, and candidates for its jails.

Profile of the Undereducated Adult

Who are the undereducated adults? What characteristics differentiate them from other adults?

The National Center for Educational Statistics shows the following distribution of the 484,626 students in adult basic education programs in 1969.

White	237,435
Black	177,562
American Indian	4,392
Oriental	13,795
Other	31,472

Grade Level distribution (442,604 classified):

Beginning (1-3)	132,294
Intermediate (4-6)	158,861
Advanced (7-8)	151,449

2.2 (continued)

Age group distribution (479,912 classified):

18-24	113,451
25-34	127,757
35-44	120,116
45-54	70,148
55-64	35,220
65 +	12,210

Are there certain characteristics of undereducated adults that tend to single them out as unique? Most authorities think so. The following are traits found in most adults in need of adult basic education:

- * lack of self-confidence
- * fear of school
- * living in conditions of economic poverty
- * probably below average in scholastic aptitude
- * values, attitudes and goals different from upper and middle class norms
- * weak motivation
- * unusually sensitive to non-verbal forms of communication
- * feelings of helplessness
- * varying levels of intelligence
- * live for today philosophy
- * hostility toward authority
- * reticence
- * use of defense mechanisms
- * need for status
- * tendency to lose interest

Other characteristics of undereducated adults which warrant consideration include recognition that:

- * they are fully informed adults, not children, however much they lack formal training--they have been "educated" to survive within the environment in which they exist;
- * as adults, they have mature capacities to form judgments, to react to stimuli, to seek satisfactions;
- * some may have lapsed, and regressed, through failure or lack of opportunity to utilize their acquired skills:
- * being **average** may produce extreme shyness and sensitivity in the individual entering a basic skills training program;
- * lack of communication skills has shut these individuals off from much of modern society, and has forced them to retreat into areas of limited cultural and economic participation--the society as a whole has moved on, ignoring the group, neglecting their needs;
- * technological revolution must leave the illiterate or undereducated

2.2 (continued)

individual even farther behind;

- * they need to become functional in society, and not only wage earners;

- * they cannot be reached through usual channels of mass communication.

Because undereducated adults have rarely experienced success either as children in school or in their work or in social life since leaving school, they often feel inadequate, unable to learn and compete. While many undereducated adults are of average ability, and some of superior ability, more seem to be below average for academic learning.

An individual's cultural environment influences greatly his social values, attitudes, and goals. Undereducated adults, more likely than not, have different values from the dominant cultural group. They frequently show indifference or even hostility toward social institutions, since these institutions do not meet their needs.

The motivational level of undereducated adults is low because of their life history of failure to achieve the values of success, efficiency, practicality, work, equality, and liberation.

Adult educators must be constantly aware of the fact that the learner's self-concept, how he feels about himself as a person, is closely related to his ability to improve himself. Failure to recognize and understand this will inevitably result in the complete failure of educational attempts.

2.3 Within the universe is there a target population? Describe rationale for its determination.

I. Premise: Operating within the existing ABE legislative authority (Adult Education Act of 1966, as amended), the following priorities are proposed in order of sequence. These priorities are based on several factors, the primary one being the percent of the total population (having less than 8 years of formal schooling completed) which the educationally disadvantaged population represents in each age group.

A. First Priority

1. Ages 18-44 = 29.6% of the educationally disadvantaged population.

Rationale: this age group represents from 21 to approximate 47 years remaining in the national work force (retiring age 65); they represent those individuals who, because of the shorter length of time out of school in comparison to the older age group, have not lost as many skills through disuse and therefore will be easier to train in a relatively shorter period of time.

2. Less than 8 years of school completed.
3. Heads of Households (married or unmarried, male or female).
4. Unemployed or Employed with annual incomes under \$3,960.
5. Welfare Recipients.

Total persons in this priority: 6,845,000

II. In terms of instructional priorities the recently published regulations for the Adult Education Program, March 2, 1972, state that "first priority will be given to programs which provide for instruction in speaking, reading or writing the English language for persons functioning at the fourth grade level or below. The second priority will be for persons functioning above the fourth and through the eighth grade level. **The third priority will be for persons above the eighth grade level and through the twelfth grade level or its equivalent.**"

Question 3.

What has been the impact of the adult basic education program on the identifiable sub-groups of the universe described in question 2?

The adult basic education programs sponsored under the Adult Education Act of 1966, as amended, have provided basic education to approximately 2,250,000 adult students throughout the United States and outlying areas from 1966 through 1970.

Enrollment of the 18-24 age group showed an increase each year, from 15 percent in 1966, to 26 percent in 1970, while the 45-54 age group showed the largest decrease, from 20 percent to 13 percent.

The number completing the program through the advanced level of instruction increased from 12 percent of the total enrollment in 1967, the first year complete data were available, to 17 percent of the total enrollment in 1970. This indicates a 104 percent increase in completions from 1967 to 1970, while the increase in separations was only 62 percent during the same years.

The number of students reported as whites, excluding ethnic group members, comprised 50 percent of the adult basic education enrollment in 1970, 1969, and 1968.

The ethnic group enrollment, defined on the report form as consisting of Cubans, Mexican-Americans, Puerto Ricans, and Spanish-surnamed Americans (as reported by one State) increased from 13.6 percent of the total enrollment in 1966, to 15.3 percent in 1970. The percentage of Cubans enrolled in adult basic education programs fluctuated from year to year as did the figures for Mexican-Americans and Puerto Ricans. The percentage of Negroes enrolled decreased from 43 percent in 1968, to 38 percent in 1970.

Females enrolled in adult basic education programs increased from 53 percent of the total enrollment in 1967, to 57 percent in 1970. Female enrollment was always more than 50 percent and increased each year.

Programs offered the last 5 years had increasingly higher enrollments each year in the 18-24 age group. The increase was from 15 percent of the total enrollment in 1966, to 26 percent in 1970. The 45-54 age group showed the largest decrease, from 20 percent of the total enrollment in 1966 to 13 percent in 1970. Persons 35-44 and 55-64 constituted a smaller percent of the enrollment each year. The 65-and-over age group remained relatively constant, between 2 and 4 percent.

- 4.1 How quickly and at what cost can an adult be taught to read and write (from illiteracy to 5th grade skills- to 8th grade skills- to high school equivalency) ?

The following projections are based on 7 years of program experience. Costs vary greatly from classroom to classroom. Adults functioning at the 0-3 reading levels require more funds and effort than adults reading at the 6-8 grade levels. Records indicate that the cost per instructional hour averages .51 cents. It takes at least 500 hours to raise an adult illiterate from 0 to the fifth grade. An additional 300 hours would be required to raise his reading level to the 8th grade. Once the new adult reader reaches the fifth grade level he can take responsibility for his own learning to a greater degree than the beginning reader. It is estimated that it would require at least 75 hours per grade level for the adult to reach the 12th grade reading level.

4.2 What is functional literacy?

A functional literate adult is a person who has reading, writing, computational, and social living skills which he must have in order to meet his adult responsibilities in today's society.

The Texas Education Agency in cooperation with the University of Texas is developing a functional definition of adult literacy in the U.S., called Adult Performance Level. This definition will accurately identify the level of those skills necessary in order for one to meet his adult responsibilities.

5.1 What is the difference between ABE Teacher Training and other Teacher Training programs?

Rationale for Meeting Training Needs

Today, thousands of men and women who have never taught adult basic education classes are being enlisted to teach adults denied an education in their youth. These new teachers are called upon to do far more than simply impart the skills of reading, writing, and arithmetic. Undereducated adults must, of course, learn how to read, write and do simple arithmetic, but they must also learn how to recognize and meet problems of daily living and be given help in improving their effectiveness as citizens, parents, and workers.

This is not an easy, uncomplicated teaching job. There is no single type of illiteracy, and no single method or technique for overcoming it. The adult education needs of people in one part of the country are not necessarily the same as those of people in another part. The adult education needs of a housewife may be different from those of a miner or an agricultural worker.

A basic education program for adults demands teachers who can choose wisely from among the growing array of materials available to them, and who can provide meaningful learning experiences. It demands teachers who understand and sympathize with the unique problems of undereducated adults, and who can accept them and respect them as individuals. Teachers without these qualities and skills can do more harm than good.

Training teachers in adult education must be related to the skills and knowledges required to teach the curriculum areas contained in paragraph one above. Therefore paraprofessionals are used extensively, preferable recruited from the same population as the learner, to assist in individualizing instruction. Programmed instruction supported by trained tutors has proven effective. Adult teacher training institutes also include instruction in how to teach in an Adult Learning Center which employs flexible scheduling and is open to the clientele ten hours a day and provides both small group instruction and tutorials. Techniques of counseling the undereducated adult is stressed. Diagnostic counseling services are provided to assure that the adult is placed correctly to maximize his previous educational and occupational experiences. The University of Texas developed a counseling and teacher awareness packet that has been used to train over 7,000 Adult Basic Education teachers in 45 states.

5.2 Given the current teacher surplus what is the rationale for continued ABE teacher training?

The soundness of any plan for professional development of adult educators depends to a marked degree upon an understanding of the nature and scope of existing professional development opportunities. The following paragraphs of this report are a commentary on the status quo regarding the professional status of a defined segment of adult basic educational personnel in cities and towns and in the administrative structure of state departments below the level of State Director.

Approximately 80% of Adult Basic Education teachers are employed part time providing six to ten hours of instruction per week. At the current funding levels there are limited opportunities to employ surplus elementary and secondary teachers in adult education, although the program does suffer from a high attrition necessitating continuous in-service and pre-service training. In any case, surplus elementary and secondary teachers would require extensive training in adult education to enable them to be effective in the adult classroom.

5.3 How are the ABE teacher training programs related to the basic grant program, to other Federal programs having ABE components, and to the special projects program?

The largest share of ABE teacher training is conducted and supported by basic grant programs. Only a small percentage is funded by USOE 309 monies for teacher training. In FY 1970, State Grant programs supported 4,134 teacher training programs involving 34,000 participants. In contrast, 309 monies involved 28 institutes with 1,463 participants.

The so-called national or regional institutes supported by 309 monies are closely linked with State Grant programs. Participants are generally selected with the assistance and cooperation of State and local ABE Directors. Further, State and local ABE staff frequently participate on the facilities of such institutes. National Teacher Training programs have emphasized improving the in-service training capabilities of State and local programs by training trainers of teachers, curriculum specialists, and administrators.

At one time other Federal ABE programs having ABE components, eg, BIA, DOL, MDT, were invited to send participants. Attendance was uneven for a number of reasons, and this procedure has not been followed in recent years primarily because of limited funding and frequently a late release of funds to the training institutions which hampers recruitment of participants.

Linkages between 309 Special Projects and 309 Teacher Training Institutes are improving as a result of efforts to encourage the dissemination of information from both. This is an area that needs strengthening and the following is being done to improve the situation:

1. Special Projects are being provided with funds to design and carry-out dissemination and utilization programs.
2. Teacher Training programs are being designed on a regional basis which will permit (as in the SREB model) considerable interface between the several teacher training programs conducted in each Region this year.
3. Over the next 15 months, the established regional teacher training system in Region 4 will test and develop a dissemination sub-system to be offered to the other nine

5.3 (con't)

regions after development. The regional model linking SEA's, LEA's and universities has many essential elements of an effective diffusion and adoption system. These will be tested and supplemented, and by extending them for adoption in all other regions, a national dissemination system will be effected.

5.4 Who are the participants and how are they selected for training?

Whether the training institute is local, regional or national in scope, selection of participants is generally conducted by the training agency in conjunction with State and local administrators.

The participants are primarily teachers, administrators, counselors, and para-professionals who are on the staffs of local ABE programs.

5.5 What are their characteristics -- age, sex, race, jobs immediately prior to training?

In 309 Teacher Training Institutes, participants are generally certified elementary and secondary teachers and administrators.

A substantial percentage of personnel trained in the Teacher Training institutes and certified elementary and secondary school principals and teachers. Their average age is 45 and are predominately white females which reflects the staffing pattern of the general Elementary and Secondary school systems. In most cases where institutes are geared toward minorities the participant population shifts to include more minorities than whites. When the institution is directed toward administrators, you will find that the participants are predominately white males.

5.6 What happens to those participants after training, e.g., what jobs do they return to?

About 80% of participants in training programs return to an ABE program, this is generally an accepted condition for a participant's selection. However, for a variety of reasons most participants drop out of ABE programs within two years.

Recognizing this problem, efforts are being made to reduce the attrition rate of ABE teachers. Such an attrition has been symptomatic of funding problems experienced in recent years by this and other agencies.

Until more full-time ABE teachers can be hired by local programs (most programs engage only part-time "moonlighters"), this serious handicap will continue to plague local ABE programs.

5.7 What is the average duration of the institutes?

Most 309 institutes generally run for two weeks during summer months. State and local training programs are usually of shorter duration, frequently over week-ends, or a few hours once a week as part of a local in-service training program.

5.8 Is any training provided on a full-year basis?

In FY 72, \$2 1/2 million have been earmarked for the implementation of regional staff development programs. The objectives is to provide full-year programs at a number of colleges and universities in each region.

5.9 What evidence is available that these training institutes are effective?

Funding limitations have been the principal obstacle to evaluating the effectiveness of training institutes, either 309 or State and locally funded. However, such training efforts as conducted by the Southern Regional Education Board (SREB) has made dramatic gains in ABE teacher training throughout the Southeast. The following have been accomplished in Alabama, Florida, Georgia, Mississippi, South Carolina and Tennessee:

- ... 16 institutions of higher education participated in Project activities through course offerings, degree programs, workshops and seminars.
- ... 13 of these, colleges and universities, established adult education divisions for the first time, including one predominantly black institution in each state.
- ... 16 programs leading to master's, sixth-year certificates and doctorates were added to six already existing, a 226 percent increase, and 19 additional ones are planned.
- ... 29 full-time adult education faculty were employed by participating institutions.
- ... 16 graduate students actively participated both in university program activities, and assisted the state departments of education in providing in-service training to local ABE personnel.
- ... 61 graduate and undergraduate courses were added, and an additional 33 planned.
- ... 2,971 students enrolled in credit courses offered on-campus, off-campus and by extension, or through seven two-week institutes held at six universities.
- ... 7,800 teachers, nearly 90 percent of the Southeast's Adult Basic Education staff attended courses, institutes, seminars and workshops, and received supplementary training.
- ... 4,735 teachers and supervisors attended more than 118 seminars and workshops to begin regular in-service training for ABE personnel.
- ... 337 ABE classes and programs were visited by college and university staff, who provided assistance in instruction and material selection.

5.9 (Continued)

- ... Teacher trainer teams were established in two of the six States to provide training in selected geographical areas.
- ... Cooperative university, State Department of Education and local coordinator planning teams to schedule in-service experiences were instituted in two other States.
- ... Responsibility for developing ongoing professional training plans was assumed in all States, either by the Adult Education director or a member of his staff.
- ... 400 local ABE program, State Department of Education and institutional personnel attended three regional seminars to examine the staff development process and discuss inputs for individual State Plans.
- ... 17 teachers of the ABE for the blind or visually handicapped were trained at two specialized institutes.
- ... A 12 member research panel representing a range of academic disciplines and each participating State was established to evaluate the Project.

5.10 Have any new approaches to teacher training been developed and demonstrated?

In the past six years, a number of new approaches to teacher training have been developed and demonstrated by the 309 funded Institutes. Local training programs for a variety of reasons, primarily funding, have been limited to conventional approaches for training teachers.

The innovative 309 institutes are primarily to develop new approaches to adult basic education teacher training that can be adopted by State and local programs. This has included such approaches as designing programs for trainers of teachers to capitalize on a multiplier effect; incorporating the use of practicum experiences during in-service training; the development of a model training program in English as a Second Language (ESL) and as a Second Dialect; demonstrating use of television for training of teachers.

In FY 1970, for example several 309 institutes had as their objectives:

- (1) Increasing and improving university teacher training in ABE
- (2) Preparing local ABE administrators to become trainers of ABE teachers
- (3) Designing an ABE teacher training program model which utilized individualized instructors in training the teachers.

5.11 To what extent are paraprofessionals trained for use in ABE programs?

The growth of the use of paraprofessionals in ABE has been one of the significant developments in recent years. Paraprofessionals participate in all local teacher training programs and several national institutes have focussed on this important area.

According to State figures, approximately 8,500 paraprofessionals were trained in FY 71.

- 6.1 What specific results have been achieved under the "special project" component of this program?

Special Projects are directed toward strengthening the State Grant program of ABE through experimentation with new teaching methods, programs, techniques, materials, and new operational and administrative systems. The results include curriculum packages, delivery systems, methods for reaching minority groups and recruitment packages.

- 6.2 What innovative methods, systems, materials, or programs of ABE have been developed, demonstrated, evaluated and disseminated via the special projects component.

1. Program instructional materials - North Carolina State University. This project is concerned with the development of programmed instructional materials for Adult Basic Education students. Instructional lesson plans written at an elementary level with high interest content for adults are being developed, validated and disseminated for National use. Curriculum manuals explaining the various potential of the learning laboratory to the adult teachers and the administrators have been published and disseminated.

2. Video tapes with instructional books for the Spanish-speaking-Southwestern Cooperative Education Laboratory

The Southwestern Cooperative Educational Laboratory utilized a "total systems" approach to meet the educational needs of the Mexican American. The project has developed 30 video tapes to be used for instructional purposes in ABE programs. Other aspects of the project include cultural materials developed by the University of Southern California, a SWCEL Clearinghouse, and mini-institutes (on-location follow-ups of teacher training institutes).

3. Radio recruiting kits for broadcasting stations-Morehead State University.

Teacher-awareness Kit and ABE Counselor Kit

Marital counseling, financial counseling, personnel counseling, vocational counseling, and consumer education kits - University of Texas

The project dealt with guidance and counseling and teacher awareness in ABE programs. During its first two years the project created and implemented a model and developed materials for training

Teacher-awareness Kit and ABE Counselor Kit (continued)

ABE counselors and for making ABE teachers aware of the special needs of their students. New materials and programs were developed to refine and expand training for ABE counselors. The materials developed in the special project were revised in teacher training institutes for two successive years.

Over 7,000 teachers have been trained in the use of the materials developed by Texas. All State ABE Directors have sets of materials which they have adapted to meet the needs of special population groups in their States.

Research to practice - 10 booklets for in-service of AE teachers Florida State University

The purpose of this project was to identify and summarize research that is relevant to ABE problem areas and to demonstrate its application to practical situations. A series of bulletins for ABE practitioners, based on the research, have been produced and widely disseminated. Evaluation is planned to measure the impact of the information in terms of solutions of problems and improved ABE programs. The project is cooperating closely with the appropriate professional societies and the ERIC Clearinghouse on Adult Education.

6.3

Have the results of these projects been reflected in the basic grants programs?

The above innovative findings have been incorporated in many of the ongoing State ABE programs.

1. University of Arkansas, Fayetteville, Arkansas

The University of Arkansas is working with the State Department of Education and industries throughout the State to develop industry-related ABE programs. Released time is made available by employers for their employees. Employees who successfully complete the ABE instruction are upgraded on their jobs. The project is designed to help the rural residents adapt as their communities become industrialized.

2. Montclair State University, Upper Montclair, New Jersey

In the second year of its funding, the National Multimedia Center is to continue assessing and abstracting Adult Basic Education instructional materials and continue the mailing service for abstracts. In addition, a plan for a reproduction

6.3 Montclair State University (continued)

service for selected instructional materials compatible with the ERIC system will be developed and two feasibility studies relating to field testing instructional materials and developing programs for instructional materials specialists.

3. Rural Family Development, University of Wisconsin - Madison

This is the third year funding of a three year national demonstration project in rural Adult Basic Education utilizing public television, individualized home-study instruction techniques, and a personalized home-visit instruction and evaluation plan. By combining these three instructional methods, the University and State of Wisconsin are demonstrating a new approach of national significance offering basic education opportunities to rural adults. This final project year will be devoted to evaluating the demonstration phase, preparing a detailed plan for replicating and introducing RFD locally, regionally, and nationally and taking the first steps to implement such replication plans.

4. Opportunities Unlimited for Minnesota Indians - ABE

A major project goal will be to take measure for institutionalization by the State ABE program. In addition, emphasis will be on career-related education and child care facilities, and curriculum materials will be developed. The other basic activities, such as staff training, recruiting, and provision of a State-wide ABE program for adult Indians will continue.

5. Bexar County Schools, San Antonio, Texas

This is a continuation and expansion of a Model Cities area ABE project to develop better recruiting and retention methods and materials for Mexican-American adults. Home-site classes, as well as more formal classroom instruction, volunteer teachers and aids, curriculum development, field testing of materials, and continued working relations with other agencies are planned for the second year.

6.3 (Continued)

6. Indians (on and off reservations)

(a) Navajo Community College

Previous basic education programs for the non-English speaking Navajo adult have failed because their methods and materials have not reflected his cultural values. This project is designed to develop and test an Adult Basic Education program for linguistically, culturally, and geographically isolated Navajo adults in remote reservation communities. It is expected that the participants will take an increasing part in the self-government of the Navajo community.

(b) Lumbee Regional Development Assoc.

The Lumbee project seeks to equip 200 illiterate Lumbee Indians with the reading, writing, and mathematical skills needed to solve their day-to-day problems. This is a project for the community, by the community. There are three Lumbee Supervisory Teachers and, in the classroom, 10 Lumbee paraprofessionals. A total ABE literacy program is being developed, using a variety of methods, techniques, and expertise, especially programmed learning methods. The students are expected to gain a new sense of self-pride and Indian identity along with the educational benefits.

7.1 What measures of success are being used to determine the success or failure of this program?

The reporting system employed by the Adult Education Program requires State Education Agencies to report on an annual basis the following types of information:

- 1.--Students in adult basic education programs, by region and State:
- 2.--New enrollees in adult basic education programs, by region and State:
- 3.--Selected financial statistics for adult basic education programs, by source:
- 4.--Percent of annual enrollment in adult basic education programs, by sex:
- 5.--Percent of annual enrollment in adult basic education programs, by age group:
- 6.--Percent of annual enrollment in adult basic education programs, by race:
- 7.--Percent of annual enrollment in adult basic education programs, by ethnic group:
- 8.--Percent of annual enrollment in adult basic education programs, by selected categories:
- 9.--Percent of annual enrollment in adult basic education programs, by reasons for separation:
- 10.--Total enrollment in adult basic education programs and percent of enrollment, by selected categories and by State:
- 11.--Students in adult basic education programs, by sex, region, and State:
- 12.--Students in adult basic education programs, by age, region, and State:
- 13.--Students in adult basic education programs, by race, region, and State:

7.1 (con't)

It is recognized that these measures are quantifications of specific human behavior..more importantly, they indicate the presence of an attitude which is developed with the client population enrolled in Adult Basic Education programs.

Another related problem is that of cost effectiveness or program dollar cost-benefit ratio. Raising the performance level from grade six to grade seven requires less effort than to change from level zero to level one. Much of the cost difference is attributed to overhead costs of recruitment of students, counseling and encouragement, and development of positive self-attitudes. Furthermore, it requires less expenditure to recruit and provide services of adult education to the first ten percent of a given population, than it is to do the same for the last ten percent of the same population. This can be attributed to relative degree of receptiveness of the different sub-groups of the client population. Those who come in first have already developed the attitude set which is conducive to success in Adult Basic Education programs. Those who represent the subpopulation which comes in as the result of intensive recruitment activity, must be worked with extensively in order to reach the same attitudinal set which was originally demonstrated by the adult student sub-group which was first to come into a program.

Quantitative measures do serve to indicate progress in programs, as measured against established benchmarks. However, a major problem in measurement of the success of a given program is the elastic nature of the population being served. Each year approximately 400,000 new immigrants come to this country, many requiring instruction in English to completely participate in our society. The National Center for Educational Statistics reports that over three quarters of a million high school students drop-out each year. Most of them have reading problems. The adult education program is often their only alternative to continue their education and at least receive a high school diploma.

The Office of Education encourages State Educational agencies to evaluate their own program. This is often effected through an independent third party. Copies of the evaluation reports are forwarded to the USOE for analysis to determine their implications for national redirection. A recent long range follow-up of 76 Adult Basic Education students in West Virginia over a three year period revealed that \$430,000 was added annually to the economy as a result of their increased employability.

7.1 (con't)

- 14.--Students from an ethnic group in adult basic education programs, by region and State:
- 15.--Students in adult basic education programs, by grade level, region, and State:
- 16.--Students completing adult basic education programs, by level, region, and State:
- 17.--Students separated from adult basic education programs, by reason, region and State:
- 18.--Selected adult basic education statistics related to teachers and students, by region and State:
- 19.--Programed instruction hours as compared to conventional hours of instruction required to complete adult basic education programs, by level, region, and State:
- 20.--State and local staff in adult basic education programs, by occupational function, region, and State:
- 21.--Training of adult basic education personnel, by type, number of participants, region and State:
- 22.--Number of classes housed, by type of facility, region, and State:
- 23.--Student enrollment in adult basic education programs at various types of institutions, by region and State:

In addition to the above quantitative information State agencies are encouraged to report behavioral changes observed as a result of participating in adult basic education classes. During the second year of operation achievements reported were:

62,000 adults learned to read and write for the first time,
28,000 registered and voted for the first time,
3,500 used their public libraries,
87,000 found jobs, received raises, or were promoted,
48,000 entered job training programs,
25,000 opened bank accounts for the first time,
27,000 became subscribers to newspapers and magazines,
8,000 left the welfare rolls and became self-supporting,
5,000 helped their children with school assignments.

7.2 What evaluation studies have been made or are underway or planned?

Measuring the success or failure of the Adult Basic Education Program poses certain difficulties since the objectives of the program, i.e. "increased communication skills", increased employability and productivity, higher income and getting people out of poverty, are not very quantifiable aims. Increased communication skills are usually measured by some sort of basic skills test (e.g., ABLE or TABE) though there is some question about the development of "norms" of reading and arithmetic achievement and learning rates for adults. The other objectives can be measured somewhat by follow-up studies of ABE enrollees over time to measure economic, social and other benefits. One of the larger methodological problems here is defining a proper control group to compare ABE enrollee gains against.

In June 1971, a contract was let with System Development Corporation for a longitudinal evaluation of the Adult Basic Education Program, to be monitored by the Office of Program Planning and Evaluation. Programs were restricted to exclude English as a Second Language Programs and Programs above the 8th grade level, and participants were restricted to those in the priority group (ages 16 to 44). There are approximately 2,250 participants from 90 sites located in 15 States involved in the evaluation study.

The purposes of the evaluation are:

(a) to provide consistent and comparable data across adult education programs that will provide the basis for an assessment of their effectiveness for various target groups. This involves a longitudinal study of a representative sample of program participants, beginning at the time of their enrollment into the program, including collecting data on their ABE experience (including testing of basic skills over two points in time) and ending with two follow-up interviews, one a year after the initial interview and the second 18 months after the initial interview to collect and analyze data on their subsequent income work experience and appraisal of benefits acquired from the program. The M-Level test of TABE is being used to measure changes in basic skills over two points in time. The participant interview forms are designed to collect information on personal aspirations while in the program and changes in aspirations over time, on changes in economic or financial status, on extent of reliance on the public welfare system for support over time, and on attitudes toward the program, its teachers and supportive services.

(b) to provide a study which will also provide programmatically useful results on the relationships between post-program performance and the kind of experience that ABE enrollees received (including but not limited to programmed instruction, intensity of instruction, use of teacher aides). The participant interview forms are the source of some of this information; the test will be gathered from interviews with teachers and program administrators in the 90 sites. Exposure to instruction will be used as a variable here in part to cope with the absence of a valid control group and also to probe the question of whether there is a minimum number of hours of instruction required before measurable gains in basic skills are found.

7.2 Continued

(c) to assess the **State Grant** mechanism of the Adult Education Act, including (a) the extent to which the States identify and serve adults in geographic areas of greatest need and (b) the extent to which States have incorporated the results and products (e.g., curriculum guides) of innovative projects (both State funded and those funded through section 309 of the Adult Education Act) into regular ABE classes. The interviews with State Directors of Adult Education in the 15 participating States and with the program administrators in the 90 sites will provide information on these questions.

As of March 15, 1972, no preliminary findings are available. The initial interviews and the first testing have been completed as have the interviews with teachers, program administrators and State Directors of Adult Education. The study will not be completed until September 1973, although some interim data will be available before then.

No immediate plans are underway for additional evaluations of this adult basic education program.

7.3 What have been the findings so far?

The findings presented in question 6.1 above illustrate representative results that have been produced by discretionary resources and incorporated into State grant programs.

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